Task Force Report
on the Status *of the*
African-American Male
in Missouri

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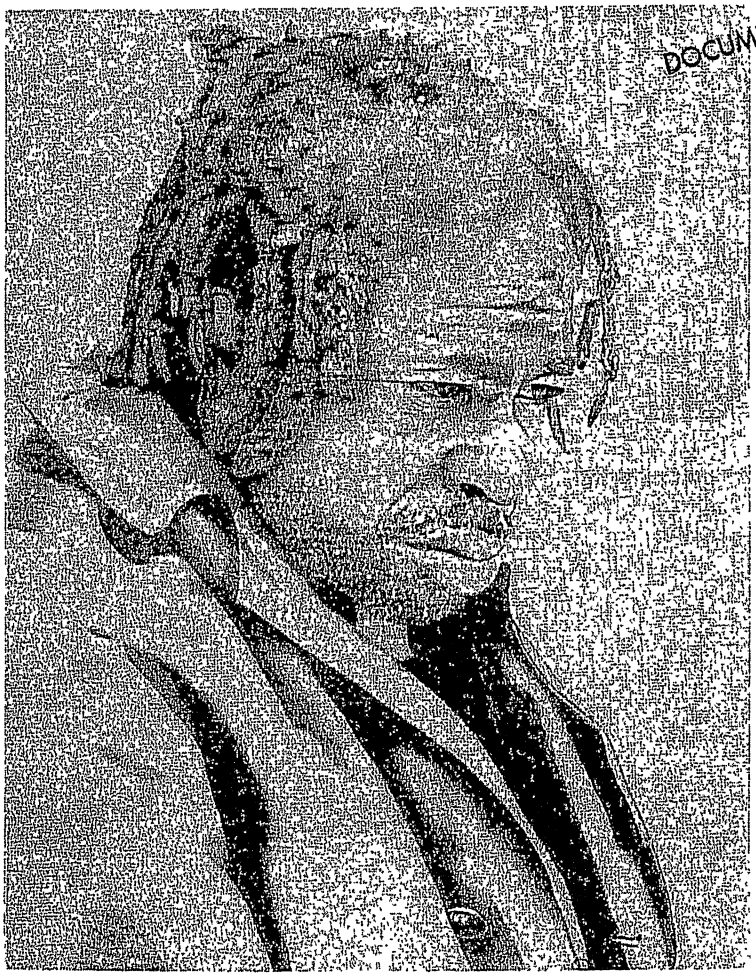

"I AM SOMEBODY"

COVER—An original pencil drawing by Ben Mercer of Kansas City, Missouri.
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The Honorable Phil Curls, Sr., Missouri State Senator—Kansas City, MO
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Alma McKinney, Chair
Alvin Brooks
Chantay Moore
John Snipes
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Rev. Mark Tyler

PREFACE

The African-American Male Task Force was convened by Executive Order 95-26 to organize, conduct, and produce a study to identify problems specifically associated with the African-American males in the State of Missouri and to generate solutions.

The Task Force was structured to conduct research to determine the existence and extent of problems affecting African-American males in four specific subject areas: Education, Health, Employment, and Criminal Justice. Individually and collectively, the Task Force serves the Governor of Missouri in this endeavor. When the Task Force adjourns, a report should be compiled documenting the research, investigations, and input of the Task Force.

Upon the completion of the report, the Task Force is charged to develop collaboration with the Missouri General Assembly, State agencies, and all community-based organizations to advance recommendations specific and pertinent to the problems of African-American males in Missouri.

SIGNIFICANCE OF THE TASK FORCE WORK

The status of a country's citizens is commonly measured by economic status and average life expectancy. In Missouri, as in most of the free world, average life expectancy has gradually increased. However, this is not true for all citizens. Depending upon ethnic background, economic status, or gender, the disparities among various groups of persons can be significant and alarming.

During the last four to five decades, African-American males have been set apart from the American mainstream society due to discriminatory obstacles. As a result, African-American males have lost connections with traditional systems and have become over-represented in counter-productive situations throughout our society, thereby creating the need for special task forces, think tanks, and in some instances legislative intervention.

Missouri is a microcosm of American society, in its urban cores as well as its rural corridors. African-American males are less educated, are in poorer health, and are disproportionately represented in judicial systems. The profound differences between the African-American male and his White counterpart are both dramatic and a drain upon the morale, systems, and economic tax base of the State of Missouri. Any attempt at correcting the problems of Black males in the State of Missouri must begin with a clear, yet true, statement of the problem(s). Equality, opportunity, education, and healthy lifestyles for Black men in Missouri will benefit not only our African-American community, but all Missouri communities. The African-American Male Task Force will provide detailed information on key and significant problems and will provide viable solutions to raise the standards for those most affected by the problems.

Representative Russell C. Gunn
70th District St. Louis, MO

ACKNOWLEDGMENTS

This document reflects, in part, the completion of the work of the Missouri Task Force on the Status of African-American Males. The work required collaborative efforts on several levels:

- the establishment of the Task Force by Governor Mel Carnahan by Executive Order 95-26, which enjoined members of the Missouri General Assembly;
- Office of Administration provided the official leadership needed to complete this document.
- members of the Task Force;
- the management team;
- the leadership of the various subcommittees; and
- the numerous concerned community leaders who provided insightful testimonies to drive the Task Force hearings throughout the State of Missouri.

EXECUTIVE ORDER
95-26

WHEREAS, all Missouri citizens should have the opportunity to lead healthy and productive lives; and

WHEREAS, both Houses of the Missouri General Assembly have deemed the plight of the African-American male to be a topic worthy of investigation; and

WHEREAS, African-American males have traditionally faced limited access to health care; and

WHEREAS, African-American males have experienced a decrease in life span and are at a higher risk for AIDS, hypertension, alcohol, drugs and tobacco abuse; and

WHEREAS, excessive high school dropout rates have been a troublesome problem for African-American males, with drop-outs exceeding graduations during the last academic year in Missouri; and

WHEREAS, in 1994 only seven percent of African-Americans attended Missouri's four-year colleges and universities and less than three percent were African-American males; and

WHEREAS, in 1994 the U. S. Department of Labor reported that 38.1 percent of African-American males between the ages of sixteen and nineteen were unemployed; and

WHEREAS, in the United States homicides have become the leading cause of death for African-American males between the ages of seventeen and twenty-four, and in 1993 both the cities of Kansas City and St. Louis experienced a record number of such homicides; and

WHEREAS, African-American males are dramatically over-represented in both the Department of Corrections and the Division of Youth Services; and

WHEREAS, in order to effectively access the needs of Missouri's African-American males it is desirable that more detailed information be collected and organized, that strategies be developed to address these problems and that an implementation plan be proposed.

NOW, THEREFORE, I, Mel Carnahan, Governor of the State of Missouri, pursuant to the authority vested in me by the Constitution and laws of the State of Missouri, do hereby authorize the Missouri Task Force on Status of African-American Males as follows:

1. The Task Force will work with members of the Missouri General Assembly to organize and conduct a study devoted to solving problems and advancing recommendations exclusively pertinent to African-American males, in the areas of health, education, unemployment and criminal justice. The Task Force shall:

   a. conduct research to determine the nature and extent of the problems concerning African-American males in the four targeted subject areas;

   b. hold public hearings for the purpose of collecting data;

   c. identify existing federal, state and local programs that address problems and solutions relevant to the targeted areas of study;

   d. develop strategies to improve the social condition of the African-American male; and

   e. report to the Governor, President Pro Tem of the Senate, and the Speaker of the House on the activities, findings and recommendations of the Task Force by January 1, 1997.

2. The Missouri Task Force on the Status of African-American Males shall consist of two (2) members of the House of Representatives appointed by the Speaker of the House; two (2) members of the Missouri Senate appointed by the President Pro Tem of the Senate; the Directors or their designees of the Department of Labor and Industrial Relations, the Department of Health, the Department of Elementary and Secondary Education, the Department of Higher Education, the Department of Corrections, the Department of Mental Health, the Department of Social Services, the Department of Economic Development and the Office of Administration; and such other civic and community leaders and representatives of the employment, criminal justice, education and health communities as the Governor may appoint.

   The members of the Task Force shall serve at the pleasure of the Governor without compensation, except that they shall be compensated for reasonable expenses incurred in the discharge of duties.

3. The Department of Social Services shall provide such funding, physical facilities, staff and services to the Task Force as are necessary to discharge effectively the obligations of the Task Force.

4. The Task Force shall expire on January 1, 1997 and shall submit a preliminary report within the first six months of its origination. A final report shall be submitted to the Governor and both Houses of the Missouri General Assembly by the Task Force expiration date noted above.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri, in the City of Jefferson, on this 12th day of October, 1995.

Mel Carnahan
GOVERNOR

ATTEST:

Rebecca McDowell Cook
SECRETARY OF STATE

X

TASK FORCE REPORT

ON THE STATUS OF THE

AFRICAN-AMERICAN

MALE IN MISSOURI

HISTORY OF THE TASK FORCE

The 1995 Million Man March motivated Kelvin Simmons, then Director of Constituent Services to Governor Mel Carnahan, to collaborate with the Missouri Legislative Black Caucus to examine the status of African-American males in Missouri. This led to data collection concerning African-American males both statewide and nationally. The information collected was alarming not only to the Missouri Legislative Black Caucus but also to Governor Mel Carnahan. These data were instrumental in Governor Carnahan's decision to establish a Task Force to study the issue of the status of African-American males in Missouri. In October 1995, the Governor issued Executive Order 95-26, which established the Missouri Task Force on the Status of African-American Males, chaired by State Representative Russell C. Gunn of St. Louis, Missouri.

The order mandated community leaders to work with members of the Missouri General Assembly to conduct a study devoted to solving problems and making recommendations exclusively pertinent to African-American males in the areas of Health, Education, Employment, and Criminal Justice.

TASK FORCE MISSION

1) To study the African-American males within the State of Missouri from four perspectives: Health, Education, Employment, and Criminal Justice.
2) To provide policy recommendations, based on the data, studies, and testimony received.
3) To encourage the implementation of the Task Force's recommendations.
4) To promote an environment that encourages cooperation between government and the private sector; increases employment; increases educational opportunities; decreases African-American male involvement in crime; and increases the number of African-American males that practice healthy lifestyles.

GOALS AND OBJECTIVES

The goals and objectives of the Task Force were clearly defined in Governor Carnahan's Executive Order which established the Task Force. The goals and objectives were based on the belief that all Missouri citizens should have the opportunity to lead healthy and productive lives. To this end, the primary goal of the Task Force was three-fold:

1) to conduct research to determine the nature and extent of the problems concerning African-American males in Education, Health, Employment, and the Criminal Justice System;
2) to identify existing federal, state, and local programs that address problems and solutions relevant to the target population; and
3) to develop strategies to improve the social conditions of African-American males.

STRUCTURE AND METHODOLOGY

STRUCTURE

The Task Force was organized into four major subcommittees, each with a specific charge. Each of the four subcommittees was chaired by a member of the Task Force as follows: Education, Terrence Freeman; Employment, Walter Pearson; Criminal Justice System, Alma McKinney; and Health, Omar Tejan. Each subcommittee was also provided a key contributor from Missouri institutions of higher education as follows: Education, Dr. Aaron Thompson, University of Missouri-Columbia; Employment, Vice Provost Minion Dr. K. C. Morrison, University of Missouri-Columbia; Criminal Justice System, Dr. Robert L. Robinson, Lincoln University; and Health, Dr. Arnold G. Parks, Lincoln University.

The Task Force conducted hearings in various Missouri Labor Market Areas having large African-American populations: St. Louis, Kansas City, Springfield, Columbia and Jefferson City, as well as the Bootheel area of Missouri. The Task Force was chaired by the Honorable Russell C. Gunn, Missouri State Representative, and co-chaired by Mr. Ajamu Webster of Kansas City. Dr. Jacob U. Gordon, Professor and Research Fellow at the University of Kansas, and Mr. Ako Kambon, President of Visionary Leaders Institute; Columbia, Ohio, served as Task Force Consultants.

METHODOLOGY

The Missouri Task Force on the Status of African-American Males was established by Governor Mel Carnahan via Executive Order 95-26, which enjoined members of the Missouri General Assembly and community leaders to study the status of the African-American male in Missouri in the areas of *Education, Employment, Criminal Justice*, and *Health*. The resulting findings and recommendations are designed to enhance the African-American male's relative position socially, economically, and politically, while improving the overall quality of life in the State of Missouri.

Each Task Force Subcommittee was composed of members possessing particular expertise in their subcommittee's area of study. In late summer and fall 1996, Task Force members organized and participated in several Task Force hearings throughout Missouri. The hearings enabled professionals, clinicians, and other

citizens to offer their perspectives on the particular issues and concerns that impair the accomplishments and performance of African-American males.

Task Force Hearing dates and locations were as follows:

August 30-31, 1996	Kansas City, MO
September 13, 1996	Jefferson City, MO
September 14, 1996	Columbia, MO
September 27-28, 1996	St. Louis, MO
October 19, 1996	Howardsville, MO
October 19, 1996	Springfield, MO

Notices about the public hearings were sent to area politicians and key community leaders. Public service announcements, newspaper articles, and various other means also advertised the hearings. Three hours were devoted to each topic area, and all attendees were given an opportunity to share their views, observations, and suggestions on how Missourians can improve the quality of life for the African-American male. Upon concluding Task Force hearings, subcommittees met and identified key subject areas to address in the report. Subcommittee members also developed specific recommendations designed to reach those goals by the stated time frames.

EXECUTIVE SUMMARY

The contemporary condition of the African-American male in American society is fueled by an explosive mixture of irony, paradox, and misconceptions. Late 20th century America is the scene of stunning African-American Male success stories as exemplified by superstar athletes, entertainers, educators, scientists, and politicians. The images of larger-than-life Michael Jordan and Colin Powell exist in stark contrast to the daily grind of millions of employed, semi-employed, and unemployed African-American men. Commercialization of the African-American male image, molded historically by centuries of the Sambo stereotype, has meant fabulous wealth to a few African-Americans but increased misery to many more. While some African-American males are able to globe-trot, many more face *de facto* restrictions and discriminations that severely circumscribe their progress and their pursuit of happiness.

A recent publication, *Repairing the Breach,* provides alarming data on the status of African-American men and boys. A national Task Force report, in the sponsorship of the W. K. Kellogg Foundation, has concluded:

> African-American males (and the larger African-American community) have faced continuous forms of mistreatment and oppression. The denial of the opportunity to vote, the denial of higher paying industrial jobs, the discrimination all reflected practices and policies deeply rooted in American thought and American traditions. And the consequences of these historical practices are still very much with us today.

The status of African-Americans in Missouri, particularly African-American males, resembles the national trend. The State of Missouri has a population of 5,127,073. Of this number, African-Americans have a population of 548,208, representing 10.7 percent of the state's population. The African-American male represents nearly 5 percent of the state's population. These statistics are in close proximity to figures that form the population baseline for Black Males across the country. Additionally, the overwhelming and poignant factor about this population figure is that African-American Males are most often over represented in counter productive and unhealthy data counts.

OVERVIEW OF THE PROBLEM

The African-American male on the eve of the 21st century is embroiled in crisis. It is a crisis that permeates every aspect of the lives of African-Americans in Missouri. From education to health, from the criminal justice system to the economy, the winds of change are having an adverse impact on the pillars of African-American life. The legacies of the "peculiar institution" of slavery have been a constant threat of disruption and have remained so. Lack of resources, poverty, and low social status continue to characterize most African-American males in Missouri. The potency of the criminal stereotype of African-American males in Missouri promises to continue their socio-economic stagnation of the past two decades. Perpetuated by the mass media and other institutions, this negative image of the African-American male has been a most effective mobilizing icon for institutional discrimination. Structural issues in the social service delivery systems also impede the progress of African-American males in Missouri. In summary, the status of African-American males in Missouri is poor. Based on the data revealed in this study, the future appears bleak. As the former U.S. Secretary of Health and Human Services Dr. Louis Sullivan stated, "Not since slavery has so much calamity and ongoing catastrophe been visited on Black males" (Gordon and Majors, 1994).

THE FINDINGS

CRIMINAL JUSTICE

African-Americans comprise 47.7 percent of the Missouri Department of Corrections inmate population. Of that percentage, 9,058 are Black Males. However, the African-American Male population in the State of Missouri is less than 5 percent. In 1995, 284 juveniles between the ages of 14 and 17 were certified to adult court. Of the 284 individuals certified, 171 were African-Americans; 165 of the 171 were males.

EMPLOYMENT

The State of Missouri reports that in 1997 minority businesses receive 3.30 percent of the contracts awarded by the state. Only 3.30 percent of state business was awarded to minority owned businesses. In 1997, the unemployment rate in Missouri for White males was estimated at 5.5 percent; the African-American male unemployment rate was 16 percent.

EDUCATION

The academic performance of African-American males is significantly lower than their White counterparts. The absence of adequate African-American male role models in Missouri's educational system, kindergarten through graduate school, is a major contributor to the academic failure of African-American males.

HEALTH

The quality of life of any group, to a large measure, depends on its life expectancy and lifestyles. The health status of African-Americans, particularly African-American males in Missouri, is characterized by poor lifestyle choices, high risk factors, low life expectancy, high mortality rate, and higher incidence of homicide and chronic disease. The lack of accessible and affordable health care is a major contributor to the poor health status of the African-American male.

RECOMMENDATIONS

GENERAL RECOMMENDATIONS:

In order to make a difference in the lives of young African-American men in Missouri, it is imperative that a central body coordinate the efforts of local, state, public, and private entities and individuals. This body would facilitate the funding, implementation, coordination, monitoring, and evaluation of the proposed recommendations of this report. This coordinating body can provide:

- *training, outreach, and empowerment;*
- *research, policy development, and analysis;*
- *program evaluation and improvement;*
- *collaborative efforts at the local, state, and federal levels; and*
- *an information resource and reporting center.*

- RECOMMENDATION

There should be established, immediately, a permanent entity to move forward the recommendations of the task force and the status of Missouri's African-American males.

- RECOMMENDATION

That the Departments of Social Services, Corrections, Labor and Industrial Relations, Economic Development and Mental Health serve as partners and supporters to the newly created non-profit organization until it is self-supporting and fully functioning.

- RECOMMENDATION

That the State of Missouri establish membership with the National Council on African-American Male and National Black Caucus of State Legislators.

KEY RECOMMENDATIONS:

Criminal Justice

- RECOMMENDATION

Require all current and new law enforcement officers, judicial officers and officials, and state licensed social service providers to receive at least 20 hours of cultural sensitivity training. In addition, the law enforcement training academy must include at least 20 hours of cultural sensitivity training as part of the base curriculum.

Rationale: *Law enforcement officers, social workers, court personnel, and social service providers in general have a direct impact on the daily lives of African-Americans. Their reaction to the African-American community triggers a response. Therefore, it is essential that they understand the clients and their culture and use this understanding to bridge the gap.*

- RECOMMENDATION

Develop a comprehensive program which prepares adult inmates to return to the community. The program should include expanding substance abuse programs in prisons, encouraging inmates with children to become active in their children's lives, providing incentives to inmates for participating in educational programs, and developing a model program for community-based corrections (which can be replicated across Missouri).

Rationale: *The reality is that adult inmates do not remain in prison their entire lives. In fact, the average stay in Missouri for African-American males, not under life sentences is 10.8 years. Unless there is an effort to positively impact the behavior and skills of inmates before they are released, they will often return to a community and continue their previous patterns of behavior.*

- RECOMMENDATION

Develop a pilot program in five school districts which develops creative ways to teach the confrontational/ disruptive student.

Rationale: *Most of the juveniles who are incarcerated began to display behavior problems while attending school. Unfortunately, many educators are poorly equipped to constructively handle these students. As a result, the students are often dismissed from school or medicated; the problem remains. There are proven methods on how to work with students who exhibit inappropriate behavior, short of expulsion.*

Employment

- RECOMMENDATION

Target young African-American males as a priority group for service in state-administered job training programs.

Rationale: *Often there is no connection between the "world of work" and the daily lives of today's youth. Youths, especially African-American males, must be taught positive work ethics.*

- RECOMMENDATION

Expand current pilot "Entrepreneurial Academy" projects with the purpose of establishing additional programs in school districts with high concentrations of African-American low-income students.

Rationale: *As a community, we must recognize that not all students will attend college. However, many students have the ability to become successful business persons. If their skills are identified early, help could be provided to develop those skills and thus promote their success.*

Education

- RECOMMENDATION

Significantly improve the academic performance and achievement of African-American males in Missouri.

Rationale: *Missouri must produce an enlightened workforce for the new millennium in order to compete in a global economy. The future economy of Missouri depends on the quality of the educational opportunities provided to its future leaders. The African-American male must be provided the opportunity to make viable contributions to society.*

- RECOMMENDATION

Increase the number of African-American male instructors and administrators in Missouri's educational systems, thus providing more male role models for African-American students.

Rationale: *Role models are necessary to provide mentors and leadership to African-American youth. They can be a major source of motivation to African-American men and boys, and youth in general. Ample research evidence documents the relationship between achievement and the presence of role models. African-American males should be encouraged to pursue the teaching profession, especially at the elementary school level.*

- RECOMMENDATION

Introduce multicultural education in school curricula and cultural sensitivity extracurricular activities.

Rationale: *The introduction of culturally specific school curricula, such as Black History, can enhance an educational environment to make it conducive for learning for African-American students. Equally important is the development of academic programs that reflect the diversity of America and Missouri, leading to better human and racial relationships within Missouri and preparing Missourians for the globalization of our economy.*

- RECOMMENDATION

The Department of Elementary and Secondary Education shall require every state funded school district in Missouri to report by gender and race the number of students diagnosed with Attention Deficit Disorder.

Rationale: *In Missouri school districts are not required to report the number of students who are diagnosed for having ADD. Yet, the number of students who have are considered ADD increased by 47.7 percent from 1995 to 1996. (United States Department of Education, 1997)*

Health

- RECOMMENDATION

Create a statewide coalition of health care professionals to address conditions that disproportionately affect African-American males in Missouri.

Rationale: *The African-American health issues are multifaceted. They require multiple approaches, ranging*

from prevention, intervention treatment, and data collection. A group of culturally competent health professionals can begin developing effective strategies to improve the health of African-American men and boys.

- RECOMMENDATION

Assess and analyze the impact of managed care on African-Americans, particularly African-American males in Missouri and provide recommendations to the departments of Health, Mental Health, Social Services, and other appropriate agencies for action.

Rationale: *The questions of accessibility and affordability can be addressed by examining managed care and its impact. The entire area of health cost containment, including insurance and other related state health policies, should be examined.*

- RECOMMENDATION

Develop appropriate health promotion strategies to influence the lifestyle choices of African-American males.

Rationale: *In order to improve the health status of African-American males, it is critical to examine their lifestyles. This includes smoking, the use and abuse of alcohol and illegal drugs, nutrition and physical exercise. A health and wellness promotion strategy to reduce health risk factors should be undertaken.*

SUBCOMMITTEE REPORTS

- **Education**
- **Employment**
- **Criminal Justice**
- **Health**

SUBCOMMITTEE REPORT

ON

Education

EDUCATION REPORT

PROFILE

- The dropout rate of African-American males in Missouri public schools in grades 9-12 was 15.3 percent in 1995. (Missouri Department of Elementary and Secondary Education.)
- Less than 30 percent of African-American at-risk 3-and 4-year-olds are enrolled in a preschool program. (Educational Report.)
- On the 1996 Missouri Mastery Achievement Test (MMAT), 70 percent of African-American students scored in the bottom 40th percentile, 36 percent of white students scored in the bottom 40th percentile. (Missouri Department of Elementary and Secondary Education, Technical Assistance Unit.)
- In 1995, for grades 7-12, African-American males were the only group to have more dropouts (2,642) than graduates (2,385). (Missouri Department of Elementary and Secondary Education, Technical Assistance Unit.)
- The median age of African-American doctoral recipients is 40.2, 16.4 years older than for White doctoral recipients. (Mortinson Report on Public Policy Analysis for Opportunity for Post-Secondary Education.)
- In fall 1995, 8,427 (3.1 percent) African-American males enrolled in higher education in Missouri. (Missouri Coordinating Board for Higher Education, July 1996.)
- In fall 1995, 1,133 (2.7 percent of total graduate and first professional enrollments) African-American males enrolled in graduate and professional education in Missouri. (Missouri Coordinating Board for Higher Education, July 1996.)
- Of the 49,073 higher education degrees conferred in Missouri in FY 1995, 1,333 (2.7 percent) were earned by African-American males. (Missouri Coordinating Board for Higher Education, July 1996.)
- In 1995, of the 74,823 public school education personnel in Missouri, 1,320 (1.8 percent) were African-American males. (Missouri Coordinating Board for Higher Education, July 1996.)
- In 1995, of the 56,944 public school teachers in Missouri, 839 (1.5 percent) were African-American males. (Missouri Department of Elementary and Secondary Education.)

EDUCATION REPORT

Overview Statement

African-American educational attainment has clearly improved since 1954, but the rate of that improvement has just as clearly decreased since the 1960s. By virtually any measure employed, the continuing gap between African-American and European-American educational attainment is unmistakable. In 1990, for example, the high school drop-out rate (grades 10-12) was 3.8 percent for European-Americans compared to 5.1 percent for African-Americans (U.S. Bureau of the Census, 1992a). In that same year, among 24- to 25-year-olds, 90.4 percent of European-Americans had completed high school compared to 82.2 percent of African-American students (U.S. Department of Education, 1992b). Turning to college enrollment rates of 1991, 41 percent of European-American high school graduates entered college compared with 28.2 percent of African-American high school graduates (U.S. Department of Education, 1992a). Considering that a smaller percentage of African-Americans graduate from high school, this lower college enrollment percentage is particularly troublesome.

The gap in post-secondary African-American and European-American student participation continues to widen after enrollment. In 1991, 54.9 percent of European-American high school graduates (age 25-29) had completed one or more years of college compared with 42.5 percent of African-American high school graduates. From that same cohort, the figures for those completing four or more years of college drop to 29.7 percent and 13.6 percent, respectively (U.S. Department of Education, 1992b). Similar figures are noted in comparing post-secondary degrees awarded in the United States during 1989-90. African-American students received 7.9 percent of the associate degrees compared to 82.1 percent received by European-American students. Of bachelor's degrees, however, African-Americans received only 5.8 percent compared to 84.3 percent awarded to European-Americans. While percentages for both groups begin to drop for master's degrees and doctoral degrees (due to increasing numbers of non-resident aliens in the student population), African-American students who attained the Ph.D. in 1989 received only 3.0 percent of those awarded compared to 67.9 percent awarded to European-Americans (U.S. Department of Education, 1992a). In short, African-American students in the United States can be expected to attain less than European-American students at every level of education.

The African-American male in Missouri, unlike his non-African-American counterparts, has been plagued by repeated local and national legislation enacted before and after the Civil War, denying him access to equal

education. This legislation, designed to ensure African-Americans as a race could not acquire the education needed to gain economic, social, or political equality, achieved its goal of creating a poorly educated underclass that lacked economic and political strength. In fact, so successful were these laws that their impact is still felt generations later, as significant numbers of African-Americans struggle with language and other deficiencies that were passed from one generation to the next. Because the resources required to play "catch-up" have been unavailable to most members of the Missouri African-American community, the educational performance of African-American students has given some the impression that African-Americans, as a group, are genetically inferior and incapable of performing successfully when it comes to learning and excelling. Informed individuals, however, recognize these performance deficiencies as a legacy from the past. African-American students continue to learn in poorly-maintained schools that have overcrowded classrooms and tools that are significantly inferior to those in predominantly White schools. If education is indeed the primary means by which members gain parity within a society, generations of educational inequality in Missouri largely account for the glaring disparities in African-American test scores and classroom performance.

PUBLIC SCHOOLS

Preschool

Less than 30 percent of African-American at-risk 3-and 4-year-olds are enrolled in a preschool environment. Therefore, the likelihood of academic success is diminished before African-American children start school. Young learners from day care or Head Start environments often embark upon their kindergarten journey with knowledge of their colors, some reading ability, and the ability to spell selected words. (Studies indicate Head Start "graduates" receive higher standardized test scores even as late as sixth grade, experience fewer health problems, and miss fewer school days.) This knowledge invites approval and encouragement from the kindergarten teacher—actions that reinforce the learner's behavior and create an even greater thirst for knowledge. African-American kindergarten students without the benefit of day care or Head Start often enter school in a "catch-up" mode. These learners are likely to receive fewer "esteem boosters" and less positive approval. Many of these students are earmarked as slow learners because of limited educational exposure during the crucial primary years of their lives.

Elementary

African-American males enter kindergarten just as enthusiastically as other boys and girls. Twenty percent still maintain a positive self-image by fifth grade, but only 5 percent maintain a positive self-image by graduation. During the first three years, the child is the center of attention and attempts to make emotional connections with his teachers and peers. In grades 4, 5, and 6, the African-American male develops mentally and demonstrates a greater ability to perceive, reason, and evaluate. These increased mental capabilities often make him keenly aware of his "Blackness" and the differences that characterize his existence, particularly given the likelihood that most of his teachers are female and/or White. At the same time, academic curricula continue to increase in complexity. In the absence of a parent or mentors to provide structure, assist with difficult assignments, and reinforce the importance of quality education, the African-American male begins to fall behind. The farther behind he falls, the more his self-esteem suffers and the less inclined he is to catch up. Meanwhile, a culture of African-American male "coolness" becomes more prominent and is endorsed by his African-American male peers, whose opinions take on increasing importance (peer influence). As a result, he begins to emphasize his Blackness through physical actions (patterns of speech, gestures, walk, for example) and adopts

an anti-achievement ethic that allows him to compensate for his academic failures.. The first critical checkpoint for assessing the progress of African-American males occurs around the third-, fourth- and fifth-grade levels. As reading skills become more critical, peer pressure more dominant, and performance more divergent, interest in school becomes more difficult to sustain. At this point, many African-American boys begin to drop out mentally, especially those who do not have caring environments to nurture their scholastic interest or parents who are capable of providing tutoring needed for academic success.

Attention Deficit Disorder

In States and localities across the country, families and educators are concerned about how to effectively educate children with attention deficit/hyperactivity disorder. The challenges that parents and teachers face, each day, include teaching children with attention deficit/hyperactivity disorder how to maintain their attention and control their hyperactivity and impulsivity. Teachers are also challenged to individualize educational programs in ways that help children with attention deficit/ hyperactivity disorder successfully learn and achieve at school.

Insufficient Number of Alternative Schools

The Safe Schools Act and other efforts are designed to create greater school safety by expelling students who pose a physical threat to teachers and other students. Since expelled students are restricted in their ability to enroll in other public schools, alternative schools are necessary. Since African-American male students are disciplined more frequently and severely than are other students, they have disproportionately more expulsions. Removing children from school without a constructive alternative often makes their behavior worse and leads to permanent separation from school.

Absence of Vitally Needed Mentors/Role Models at Critical Checkpoints

High school students who have turned around academically frequently cite teachers who are patient, take time with them, show they care, and listen to student concerns. It can be successfully argued that the lack of continuity in positive human relationships is the single most important issue that impacts the African-American male and affects his ability to succeed in school. Such relationships may include mothers, fathers, teachers, neighbors, principals, ministers, and public officials.

Societal Benefits to Continuing Education: The Profound Personal Costs of Dropping Out

Dropouts, when compared to high school graduates who do not go on to attend college, have

- an unemployment rate that is twice as high as that of high school graduates;
- a median income that is about two-thirds that of high school graduates;
- a three times greater likelihood of regressing; and
- a greater likelihood of assuming adult responsibilities earlier in life, a role for which they may not be prepared.

The benefits of secondary and post-secondary education to the African-American male and to society at large are best considered in light of the problems associated with terminating education at the secondary level. Dropping out poses more severe consequences for African-American males: African-American dropouts are less likely to be employed than are White dropouts, a factor accounting for the high discernible difference in violent behavior among the races. (There are, however, no discernible differences in violent behavior among the young men who are employed.) Greater employability; higher incomes; a larger, more productive workforce; and a reduced propensity for violence are primary societal benefits when African-American males continue their education beyond high school. Other benefits include fewer health-related problems and higher voter participation. (National Center for Education Statistics, 1996.)

Completion of College

The major attrition of the African-American student occurs in the second year of college—**the next critical stage.** All too frequently, support services and related activities are based more on the institutional culture than on the specific needs of the African-American students. According to the Mortinson Report on Public Policy Analysis for Opportunity for Post-secondary Education, November 1993 (National Council of Educational Opportunity Associations), African-Americans were having greater difficulties managing the transition from high school to college than the transition from grade school to high school, thus emphasizing that Missouri must make a determined and sustained effort to educate, not simply graduate, African-American males.

Significantly, Black colleges help African-American students who exhibit few apparent college skills achieve a higher record of academic attainment than do predominantly dominant-culture colleges that enroll African-American students at similar skill levels (Garibaldi, 1991). This disparity may derive from African-American students' greater social and academic integration within Black colleges, a factor that correlates to attainment. Attainment levels are equally high at White colleges when African-American students, although in the minority, are able to freely maintain cultural distinctiveness while participating fully in the dominant social and academic climate. The most critical variable affecting the retention and academic success of African-American males in White colleges has been the establishment of a support network for African-American students.

Postgraduate

In 1989-90, according to nationwide U.S. Department of Education figures, African-American students received only 3 percent of Ph.D. degrees awarded, compared to 67.9 percent awarded White students. This disparity is not surprising, considering that during the same period African-Americans received 5.8 percent of the bachelor's degrees awarded, a necessary precursor to pursuing postgraduate work, while Whites received 84.3 percent of bachelor's degrees awarded.

RECOMMENDATIONS ON EDUCATION

- **Identify and routinely collect core data that portray the relative performance of African-American males enrolled in Missouri public school systems.**
- **Require the teaching of the African-American experience in Missouri public schools, grades K-12.**
- **Introduce programs and initiatives that enhance the relationship between African-American parents and teachers.**
- **Reduce the Missouri public school system truancy and the dropout rate for African-American males.**
- **Cultivate an environment that is supportive of the African-American male, conducive to learning, and free from racial discrimination.**
- **Provide culturally appropriate substance abuse services to African-American males through the school and through various community outreach programs. Partner with private sector businesses to enhance technical, vocational, and employment opportunities for African-American males.**
- **Partner with private sector businesses to enhance technical, vocational, and employment opportunities for African-American males.**
- **Teach pre-service teaching professionals how to teach effectively in urban environments.**
- **Increase the number of African-American males participating in post-secondary education.**
- **Reduce the illiteracy rate among African-American males.**
- **Spearhead annual round tables on education.**
- **Provide culturally competent training to all school staff, including the custodial staff.**
- **Encourage private industry to make African-American male employees available for classroom participation, thereby increasing the number of African-American male role models in the public school environment.**
- **Encourage more African-American males to pursue the teaching profession.**
- **Investigate the reason for the disproportionate rate of African-American males in special education tracks.**

SUBCOMMITTEE REPORT

ON

Employment

EMPLOYMENT REPORT

PROFILE

- Nationally, in 1993, 33.1 percent of Blacks were below the poverty level compared to 30.6 percent of Hispanics and 12.2 percent of Whites. For children, these figures were even worse: Blacks (45.9 percent), Hispanics (39.9 percent) and Whites (17.0 percent). (Source: U.S. Bureau of the Census, Current Population Reports, P60-188).

- Missouri had 348,978 firms with sales and receipts of $65,303,000,000 in 1992. Of this total, 9,973 (2.9 percent) were Black-owned firms with sales and receipts of $403,289,000. (Source: Department of Commerce, Bureau of the Census, 1992).

- Nationally, most Black-owned firms were in the construction industry, special trade contractors, transportation, communications, retail trade, finance, insurance, real estate, service industries, and health services. (Source: Department of Commerce, Bureau of the Census, 1990).

- Of persons 16 years and older in Missouri in 1990, there were 93,649 Black males employed; 59,083 not in the labor force; 17,875 unemployed; and 3,210 in the Armed Forces. (Source: Department of Commerce, Bureau of the Census, 1990).

- Nationally, the number of full-time wage and salary workers among Black males has grown from 3,883,000 in 1983 to 5,099,000 in 1994. The median weekly earnings for this group increased from $293 in 1983 to $400 in 1994, an increase of 36.5 percent (Source: U.S. Bureau of Labor Statistics, Bulletin 2307 and *Employment and Earnings* monthly January issues).

- Nationally, Black families with husband and wife earners showed median weekly earnings of $819 in 1993, as opposed to families maintained by women who had median weekly earnings of $334. (Source: U.S. Bureau of Labor Statistics, Bulletin 2307; *Employment and Earnings*, monthly and January issues).

- Nationally, in 1994, Black males who were union members showed median usual weekly earnings of $524 as opposed to Black males not represented by unions who had median usual weekly earnings of $359. For White males, the figures were $640 and $513 respectively. (Source: U.S. Bureau of Labor Statistics; *Employment and Earnings*, January issues).

- In 1993, Black families in the Midwest had a median income of $20,794. White families ($40,158) and Hispanic families ($27,501) in the same region had higher median incomes during the same period. (Source; U.S. Bureau of the Census, Current Population reports, P60-188 and unpublished date).

EMPLOYMENT REPORT

Overview Statement

A recent study by *The Wall Street Journal* confirmed that **African-Americans have been the only group to suffer a net job loss.** (For middle-class and professional African-Americans, even civil service jobs—historically easier to acquire, less discriminatory, and more secure than private sector employment—have been marked in the past decade by budget freezes and staff reductions.) At this critical stage of the economic spiral that is so negatively affecting employment opportunities for African-American males, both private industry and government fail to recognize that the "solution" of replacing low-skilled jobs with other jobs is founded on the specious assumption that workers with limited education and skills can readily assume other career roles. Moreover, there are a number of other minority groups competing in the workforce, such as Hispanic-Americans and Asian-Americans, who, depending on their education and language proficiency, offer stiff competition at both low and high-skilled job levels. In the present and future job market, African-American males must be prepared to compete with not only the White majority, but also the ever-increasing "new" minorities.

For decades after the Depression, the wage gap between African-Americans and Whites narrowed—even though an African-American factory worker, for example, typically received lower wages than his White counterpart for performing the same work. During the mid-1970s, however, the wage gap again widened; and so did the gap between African-American and White male employment rates. A primary reason for the disparity continues to be skill upgrading in the employment market. Higher technological advancements and increased global competition have led to the need for higher educational requirements (basic math and reading skills), increased job experience, and enhanced verbal communication skills. African-American males in Missouri lag behind White males on every measure of educational attainment, including the Missouri Mastery Achievement Test, poor graduation rates, and the low numbers attending secondary and post-secondary institutions. Increased job requirements place African-American males at a severe employment disadvantage. Since education and employment are part of the same continuum, many African-American males are relegated to seeking jobs at the lower end of the wage spectrum—where jobs are few, competition is fierce, and wages are low. While there are very few concrete factors accounting for wage differences between African-American males and Whites, the earnings of African-American males do not reflect their educational attainment.

While education significantly impacts the African-American male's ability to secure employment, it also is a crucial factor in workforce longevity, that is, the ability to be employed for extended periods of time. *Lifetime*

Work Experience and Its Effect on Earnings: Retrospective Data From the 1979 Income Survey Development Program indicates there are significant data confirming that higher levels of educational attainment result in fewer work interruptions. African-American men have an overall higher rate of workforce interruptions than White men and spend a greater proportion of their potential work years unemployed. The study reports that, overall, African-American men spend about 7 percent of their potential work years away from work as compared to about 3 percent of White men.

As youths, African-American males are less apt to secure summer employment than are White male youths; and when they do, it is often at a lower wage. Even the wages of White high school dropouts are significantly higher than African-American high school dropouts. This pattern of African-American males securing fewer jobs and earning less is apparent even with heavily credentialed African-American males who, despite their educational achievement and experience, routinely earn less than comparably educated Whites. These patterns have serious "quality of life" implications for the Missouri African-American family, whose two-parent incomes often equal only 80 percent of the income of White males in their earnings bracket. As Andrew Hacker observes in *Two Nations*, "While there is now a much larger black middle class, more typically, the husband is likely to be a bus driver earning $32,000, while his wife brings home $28,000 as a teacher or nurse. A White middle class family is three to four times more likely to contain a husband earning $75,000 in a managerial position."

EMPLOYEE SKILL DEFICIENCY

There are several major factors accounting for the dramatic differences in workplace earnings of African-Americans and White males in Missouri.

Job Dislocations

In the years following World War II, it was possible for African-American males with a high school education (or less) to find relatively well-paying jobs in the manufacturing sector—although often at a lower wage scale than that of their similarly educated White co-workers. In recent years, long-term economic trends have created new, predominantly computer-based industries requiring technically sophisticated employees. Furthermore, increased global competition has driven producers to cut payroll costs by decreasing jobs or moving production from high-wage regions (for example, the Northeast and Midwest) to low-wage regions, both do-

mestic and foreign. As a result, African-American males who are disproportionately represented in the manufacturing sector have been adversely impacted by the harmful trends that have beset the labor market over the last decade. In addition to forcing factory workers from higher paying factory jobs to lower paying service jobs, this trend has also accelerated the decline of many urban economies.

> *Even before the economic restructuring of the nation's economy, low-skilled African-Americans were at the end of the employment queue. Their economic situation has been further weakened because they tend to reside in communities that not only have higher jobless rates and lower employment growth, but lack access to areas of higher employment and employment growth as well.*
>
> **William J. Wilkson,** ***When Work Disappears: The World of a New Urban Poor***

DISPARITIES

While differences in the educational achievement of African-Americans and Whites are expected to net some differences in earnings, the earning disparities between African-Americans and Whites far exceed the differences in educational attainment. It is believed that these differences stem from the employing organization's preconceived perception of African-American males. Such perceptions include:

- a general belief that African-American males lack soft skills;
- a belief that having too many African-American employees presents a negative image to clients; and
- a belief that African-American males require increased supervisory intervention.

Lack of Opportunity for Job Promotions

Throughout corporate America, African-Americans are overrepresented in low-wage occupations and in part-time and seasonal jobs; and they suffer high unemployment. In addition, they are visibly absent from middle and upper levels of the corporate echelon throughout Missouri. In St. Louis, where African-Americans account for over 47 percent of the population, various powerful policy-affecting and decision-making civic organizations maintain a White-male-only roster. The membership criteria alone perpetuate the demographics of these groups, which typically include presidents and CEOs of majors corporations in St. Louis. According to the highly publicized *Glass Ceiling Report*, African-American males will likely remain absent from top corpo-

rate structures and organizations unless corporations take aggressive and creative actions that enable African-Americans to transcend racial barriers.

The Glass Ceiling Report states that many middle and upper-level White male managers view the inclusion of minorities as a direct threat to their own chances for advancement. These managers reported concern about losing their competitive advantage. As a White manager who opposed affirmative action reported, *"Look, you change the cast [of characters], you change the play. We are talking about more than pleasant diversity. We are talking about control."*

Although inclusion has been determined to be a bottom-line issue by most of today's corporations, there nevertheless exists a glass ceiling that prevents African-American males from being appropriately represented at all job levels. The following factors keep the glass ceiling firmly in place within **Missouri corporations:**

- Outreach and recruitment practices do not successfully reach African-Americans.
- The lack of a network of highly placed African-American managers and executives who could recommend other qualified African-Americans for openings within their companies are absent.
- The absence of African-American corporate role models. According to the *Glass Ceiling Report, "...*95-97 percent of senior managers, vice presidents and above were white men. Ninety-seven percent of male top executives were white."

  There are barriers that directly affect opportunities for African-American males to advance in the following areas:

  - career track and highly technical, professional jobs;
  - senior/executive management positions;
  - securing job assignments that are on the revenue-producing side of the business;
  - gaining access to critical development assignments and memberships to highly visible task forces and committees; and
  - appointment to projects that provide visibility and interaction with senior managers.

Primary Contractor vs. Sub Contractor

Although African-Americans in Missouri have demonstrated a long history of successful business management, the earnings of African-American businesses dwarf in comparison to those of White businesses. The limited success of African-American business in both the *private* and *public sectors* can be largely attributed to the same racial stereotypes and biases that prevent African-Americans from succeeding in corporate work forces. Because many corporate and government purchasers believe minority firms are incapable of managing large contracts, African-American entrepreneurs are relegated to subcontracting roles that simply perpetuate their dependence on prime contracting firms, thus preventing them from demonstrating the project management capability often needed to secure large contracts.

ENTREPRENEURSHIP

African-American entrepreneurs have long demonstrated the ability to run successful operations. In fact, from the country's earliest beginnings to 1960, entrepreneurship was associated with what was called "racial uplife." In the pre-Civil War era, some free African-Americans were engaged in manufacturing and retailing. Most of their businesses, however, were in the service area, where they dominated ownership of boarding houses and restaurants, river shipping, barbering, tailoring, and boot making. After the Civil War, former slaves entered the market, building highways, houses, and cities. Southern states responded to the growth of the African-American entrepreneurship with Jim Crow or segregation laws, which restricted where African-American businesses could be located. Thus, in Southern cities free African-Americans who had owned successful enterprises on Main Street before the Civil War were now forced, along with newly freed African-Americans, to operate only in African-American communities. While some point to African-American business ownership as the means to liberating the African-American community, others question the impact these businesses can have on the community, given their relatively low earnings, which nationwide equal less than 2 percent of the total receipts of U.S. businesses.

Programs Meant to Mitigate

The degree to which African-Americans succeed in the public and private sectors is largely determined by the effectiveness of the following programs, which are designed to mitigate the ongoing negative impact of employment and purchasing biases:

- a commitment to cultural diversity and the presence of cultural diversity training;
- the presence of strong minority business development; and
- the presence of strong affirmative action programs.

DIVERSITY TRAINING/CULTURAL SENSITIVITY

Employing persons from diverse cultural backgrounds is no longer merely a business option for today's corporations. An increasingly diverse workforce and a multinational, global market demand corporations equip their employees with the management and interaction skills needed to work effectively with other employees as a cohesive, efficient team. Since homogeneous work groups are reported to coalesce naturally, it is incumbent upon corporations to employ diversity training, which reduces potential multicultural dissonance within organizations, while enhancing members' ability to work together toward common goals. The need for management to convey the financial and business necessity for diversification in today's economy is even more critical during times of downsizing and corporate re-engineering, since diversification is often seen as a threat to the livelihood of White males. Corporations benefiting from diversity have made it part of an overall program, which includes internal assessment to identify roadblocks that hinder minority advancement and to ensure successful integration of diverse members into the corporate culture.

Minority Vendor Development Programs

During the 1970s, minority business programs were in vogue. Today, given the current anti-affirmative action environment, the role of the affirmative action officer or minority business development coordinator is often viewed as unimportant by upper management.

Nationally, results of minority vendor surveys have yielded mixed data. According to a 1995 estimate from Procurement Resources of Atlanta, Georgia, 42.3 percent of the top 500 companies in America have viable minority business enterprise (MBE) programs. Since 1990, companies have increased purchases from minorities by 30.8 percent, although the increase in overall purchases from 1.2 percent to 3.9 percent is below most company goals of 5 percent. (For smaller companies, however, the number of MBE programs declines in proportion to company size; and for companies with sales less than $100 million, formal MBE programs are rare.)

Even officers overseeing successful MBE programs concede that keeping these programs viable is a challenge. Obtaining adequate funding depends upon management's commitment to securing products and services from minority suppliers. Commitment is equally important at lower levels of the organization, where the economic advantages of minority procurement must be emphasized to those who may believe MBE programs

represent an expensive and inefficient goodwill effort. Finally, identifying quality minority firms with the financial and managerial experience required to provide the level of service and the products demanded by cost-driven corporations is crucial.

Affirmative Action

Affirmative action significantly determines the degree to which the African-American male participates in mainstream Missouri life. From determining faculty composition and college recruitment practices to developing job screening and promotion practices within corporations, affirmative action has mitigated some of the racial barriers that continue to prevent African-Americans from competing effectively in Missouri's economy. Many of the gains since the 1960s, however, are in danger of being lost as affirmative action is being attacked at all levels. The *Attaran* case in Colorado that made awarding federal contracts on a quota basis illegal, the recent California civil rights initiatives, and other high-profile cases combating affirmative action are helping to create a challenging climate for addressing the needs of African-American males in Missouri. Much of the rising sentiment against affirmative action occurs in an economic climate of corporate downsizing, erosion of the middle class, and the loss of Missouri jobs to other states and countries.

RECOMMENDATIONS ON EMPLOYMENT

- **Provide training to require accountability from and monitor performance of State departments regarding minority employment.**
- **Establish a process for African-American males to become a separate demographic reporting category to be used by all state programs, boards, schools, agencies, and so forth in reporting service, performance, and hiring goals.**
- **Establish policy and regulations to provide financial and technical assistance to new and existing minority businesses in growth industries.**
- **Develop regulations requiring disclosure by financial institutions of demographic information on loan applications and results.**
- **Target young African-American males as a priority group for service in state-administered job training programs.**
- **Sponsor and/or enhance community-based and corporate mentoring programs.**
- **Expand current pilot "Entrepreneurial Academy" projects with the purpose of establishing additional programs in school districts with high concentrations of African-American low-income students.**

SUBCOMMITTEE REPORT

ON

Criminal Justice

CRIMINAL JUSTICE REPORT

PROFILE

- African-American males account for about 5 percent of the statewide population, but over 47 percent of the state prison population.
- In 1996, the largest city in Missouri (Kansas City) experienced 75 deaths by handguns. Of the 75 deaths, 57 were African-American, and 44 of those deaths were African-American males. In addition, 65 percent of all deaths by handgun were African-Americans killing other African-Americans.
- In 1995, there were 432 juveniles incarcerated by the State of Missouri; 35.9 percent of the juveniles were African-American males.
- In 1996, the State of Missouri spent $10,672 per year to incarcerate one adult prisoner. The State of Missouri spent over $96 million to incarcerate African-American male inmates during that year.
- In 1994, the State of Missouri spent $39,055 per year to incarcerate one juvenile prisoner. The State of Missouri spent over $6 million to incarcerate African-American male juveniles during that year.
- The combined cost of incarcerating the African-American male (juvenile and adult) is over $100 million per year. This annual amount for incarceration is equivalent to sending 12,039 students to The University of Missouri at Columbia each year (including room and board). It would pay for an entire education at the same university for 5,841 persons.
- The average educational level of an adult African-American male inmate in Missouri is 10th grade.

CRIMINAL JUSTICE REPORT

Overview Statement

Despite an overall decrease in crime in 1995 and 1996, crime remains chronic in the African-American community. Nationwide, murder is the number one cause of death among African-Americans ages 15 through 24; and one in every three African-American men in their twenties is either in prison, out on bail, on parole, or on probation. In Missouri, statistics defining the status of the African-American male are equally alarming. African-American males represent about 5 percent of the state's population, but 47.7 percent of Missouri's inmate population. In fact, in May 1996, one of the state correctional institutions had over 60 percent of its total inmate population as African-American males. African-American males are increasingly being confined to juvenile correctional institutions in Missouri in numbers disproportionate to their percentage of the population.

African-American males appear to be at risk nationally, as well as in Missouri. The risk begins at a relatively early age. With ever-increasing numbers of African-American males funneled into the juvenile justice system and overcrowded conditions, it is logical to conclude that most juveniles are not being reformed or rehabilitated. Instead, they remain in an environment of dubious safety and security.

The ability of Missouri's juvenile justice system to reform and rehabilitate young African-American male offenders, and all youth offenders, rests on a reassessment of the system. While increased funding, additional facilities, and more personnel are sorely needed, improving the quality and efficiency of the system also requires reorganization and change. Some studies have shown that group programs are highly effective in rehabilitating young offenders if such an option is considered in the *early states* of delinquent behavior. Getting tough after four or five offenses may not reduce the number of repeat offenses by juveniles.

The most effective programs for juveniles are:

- those that provide adequate support and supervision;
- those that offer youth a long-term stake in the community; and
- those that address key areas of risk in the youth's life.

The Missouri Task Force on the Status of African-American Males encourages Missouri legislators to chart

a deliberate, political course of action to resolve current negative conditions which confront African-American males and to prevent such conditions from recurring.

SOCIOECONOMICS

Education and Economics

In an effort to explain why so many African-American males are entangled in the criminal justice system, sociologists offer two seemingly divergent models. The first (structural model) asserts that racism and socio-economic conditions—such as prolonged inequity and sustained economic deprivation—have over time engendered deep feelings of hostility and resentment that are often displayed in the form of violence (Blau and Blau, 1982). The second model (cultural model) views violence as a defining characteristic of an African-American male subculture that condones and legitimizes violence (Luckenbill and Doyle, 1989).

The Task Force believes that these models "together" accurately describe why African-American males are encountering the criminal justice system in Missouri at alarming rates. The first model explains the *development of an African-American male subculture* in the face of deep-seated resentment and social emasculation; the second *acknowledges that the African-American male has "bought in" on the use of violence in the African-American community.* Since African-American males without a high school education are more likely to end up in prison—or even worse—it stands to reason that helping African-American males understand the rewards education can offer is the first step toward reducing African-American male involvement in criminal activity. Decreasing the number of high school dropouts and increasing the number of African-American males pursuing post-secondary education could dramatically reduce the number of African-American males incarcerated throughout the State of Missouri.

This absence of role models, strong parents, and mentors in many African-American neighborhoods coupled with a preponderance of homes headed by teenage mothers without support systems, makes it difficult to convince young African-American males of the benefits of discipline and hard work. Thus, instead of pursuing hard work as a means to economic gain, all too many African-American males succumb to the temptation of "quick cash." Eliminating the crime that plagues African-American communities requires Missouri to provide African-American males a fair and equal opportunity to excel at every level of the community structure so they can see the benefits of working.

In 1995, 244 African-American males died from homicide. Of these cases, 61 (25 percent) were persons in the 15-19 years of age group; 54 (22.1 percent) were in the 20-24 years of age group; and 82 (30.8 percent) were 25-49 years old (MO/nationally).

Quality family relationships are significantly important in discouraging adolescents from engaging in vio-

lence. The absence of positive male role models remains one of the most critical factors in family stability. A positive male role model's presence in the home is believed to increase family stability; enhance family income; and ensure more structure, discipline, and guidance. For example, the proportion of African-American youth under age 18 residing in homes headed by a single mother nationally increased from 44 percent in 1980 to 54 percent in 1992, and is now 63 percent. During the same period, aggravated assaults, weapons law violations, and murder increased among African-American males ages 10-17 by 89 percent, 103 percent, and 145 percent, respectively. (Similar but less pronounced trends occurred for White youth.) Taylor (1988) proposes that although African-American males and their fathers may not always agree, fathers nevertheless serve as a positive role model by influencing the values, beliefs, and behaviors of their sons.

INCARCERATION ANALYSIS

Gangs

Although the resurgence of gang activity in Missouri does not equal the national problem, gangs are active and appear to be growing and spreading. According to a report, *Missouri's State of Juvenile Justice Report*, the Kansas City area has the longest-standing gang presence, numbering between 42 to 45 gang sets representing about 500 to 600 hard-core gang members. There are an estimated 65 gang sets in St. Louis and about 35 in St. Louis County. The primary focus of African-American gangs appears to be economic advancement, not violence.

Substance Abuse

Drug abuse has and continues to have severe social and personal costs for the citizens of Missouri. Based on national and state statistics, there has been discussions and implications that illicit substance use and serious crimes seem implicitly connected. Additionally, this perceived correlation has impacted African-American males severely by diminishing their ability to function on the job, damaging their personal health (including increased exposure to the HIV virus through contact with used needles), and preventing them from functioning effectively as family members. Studies and reports indicate that drug abuse commonly leads to theft and other petty crimes that are often exacerbated due to the condition of the perpetrator. For African-American males, drugs are also party to many homicides. These deaths are related to drug trafficking, attempts by addicts to secure money, and aggressiveness resulting from the addict's altered mental state. Drug abuse for African-American males in Missouri has had broad social impact, including loss of economic productivity, increased health costs resulting from treatment of uninsured drug users, excessively high incarceration rates, and a climate of fear that affects the larger community.

A Distorted Picture

While statistics on African-American males in the criminal justice system are alarming, significant numbers of African-American males become entangled in the criminal justice system due to a number of external variables. From being subject to more frequent and frivolous arrests to false accusations, from enduring disparate application of the law and stiffer penalties. African-American males accused of crimes also suffer from the racial perceptions of others. The reality is that simply being an African-American male has almost guaranteed

that an encounter with the criminal justice system. Other factors that account for the overrepresentation of African-American males in Missouri's juvenile and adult penal institutions are:

- the inadequacy of counsel,
- subject to cultural biases,
- subject to admission of charges that lead to longer sentences,
- the personal characteristics of defendants vs. those representing and adjudicating their cases,
- at the arbitrary discretion of prosecutors.

Training is needed to help ensure that perceived behavior characteristics of the African-American male subculture (lack of eye contact, lack of emotion, and so forth) are not perceived as guilt. The absence of greater workforce diversity in the Missouri criminal justice system is a significant concern in view of the life-changing decisions routinely made by personnel encountering substantial numbers of African-American males.

Penalties and Sentencing Patterns

According to U.S. District Judge Robert L. Carter, winner of the 1995 Emory Buckner medal,

> *A few years ago the U.S. Department of Justice published figures showing that one of four black men aged 20-29 was in jail, awaiting trial or on probation. The alarming information did not even produce a yawn. This year's figures show one of three black men in that age group are so situated. ... Everyone ... knows that if white men were in this situation or in danger of being so placed, there would be a nationwide howl of protest. Whatever the professed need or wisdom of a policy producing such a result, you and I know it would have to be changed. No policy or practice of a majority that stigmatizes as felons one-third of the Black males in the age group from which that generation's future leadership is expected, on which the future of the minority rests can possibly be fair, particularly when no such treatment of majority men would be tolerated. It is outrageous and constitutes unmitigated racism. Yet instead of seeking remedies, the nation is spending billions of dollars for new prison facilities, apparently gearing up to be able to soon house half the 20 to 29-year-old Black men.*
>
> ***U.S. District Judge Robert L. Carter, Winner of the 1995 Emory Buckner Medal***

There are several disparities in criminal justice sentencing leading to the disproportionate incarceration of African-American males. While a lack of education and a disintegrating family structure are largely associated with higher propensity for involvement in criminal activity, there are many disparities within the criminal justice system that lead to 47.7 percent of adult males in Missouri prisons being African-American, although they represent less than 5 percent of the population of Missouri. (Source: Missouri Department of Corrections,

May 1996). Case study researchers reported that "black offenders were sentenced somewhat more harshly than either Hispanic or White offenders [and] black offenders were incarcerated more frequently than either Hispanic or White offenders." The study concludes, "sentences imposed on African-American offenders averaged 88.4 months compared to an average sentence of 66.0 months for White offenders. African-Americans also were less likely than Whites to receive probation and less likely than White offenders to be released from jail prior to trial." Although no similar studies on sentencing disparities have been conducted on a statewide basis, testimony at Task Force hearings corroborated the allegation that African-American males receive more severe sentencing than their counterparts. U.S. District Judge Robert L. Carter notes, "The racially discriminatory practices that largely account for this calamity are establishment of harsher penalties for possession of crack than for cocaine [and the] manner in which crimes are prosecuted."

Application of the Death Sentence

From the very onset, the fate of those committing murder is largely subject to the arbitrary discretion of prosecutors who decide who will be charged with capital murder and who will not. "The result is a system of capital punishment in which a few persons, often similar in every other respect to those not selected for capital punishment, are sentenced to death." *Capital Punishment in Missouri: Examining the Issue of Racial Disparity*, by Jonathan R. Sorensen and Donald H. Wallace, reveals that the most glaring racial difference in the capital punishment process results from the discretionary decisions of prosecutors.

RECOMMENDATIONS ON CRIMINAL JUSTICE

- **Require all law enforcement officers (including judicial officers) to participate in at least 20 hours of cultural sensitivity training sessions.**
- **Require the law enforcement training academy to include cultural sensitivity as a part of the base curriculum of the academy.**
- **Require all state licensed social service providers to complete at least 20 hours of cultural sensitivity training sessions before the professional license is issued.**
- **Require community-based corrections programs to develop programs specifically addressing the needs of African-American males.**
- **Increase African-American male representation among personnel throughout the juvenile justice system.**
- **Provide incentives to inmates for productively participating in educational programs.**
- **Increase and expand substance abuse programs in prisons.**
- **Increase funding for development of programs for both communities and inmates for re-entry/reintegration of inmates into the community.**
- **Mandate increased recruitment of African-American law enforcement officers.**
- **Develop a pilot program in five school districts which develops creative ways to teach the confrontational/disruptive student.**
- **Develop a pilot program within the Department of Corrections that allows inmates to become active in their children's life.**
- **Introduce legislation that will increase the penalty for the sale or furnishing of a firearm or handgun to an underage person.**

SUBCOMMITTEE REPORT

ON

Health

HEALTH REPORT

PROFILE

- Life expectancy: The average life expectancy for African-American males was 63.9 years as opposed to 72.5 years for Whites during the period 1988-1992 in Missouri.

- Mortality: In 1995, 2,911 African-American males died of all causes. African-American males had 598.7 percent more deaths due to homicides; 100 percent more deaths due to diabetes; 92.6 percent more deaths due to cerebral vascular disorders; 88.4 percent more deaths from cirrhosis of the liver; and 81.8 percent more deaths due to pulmonary infectious diseases than White men. (Missouri Department of Health.)

- Health Status Indicators: In 1995, cardiovascular and other heart-related conditions accounted for 65.8 percent of the deaths of African-American males.

- In 1995, cancer was the second leading cause of death. Age-adjusted mortality rates per 100,000 for all cancer sites combined was 210 among White males and 313 among African-American males. (Missouri Department of Health.)

- Diabetes: In 1994, 19,936 (12.5 percent) African-Americans in Missouri and 117,467 (5 percent) Whites were diagnosed with diabetes.

- From 1988-1992, the resident age-adjusted death rate per 100,000 population for homicide was 56.2 percent for African-Americans and 4.3 percent for Whites.

- The proportions of African-American males who suffer from syphilis, chlamydia, and gonorrhea range from 3 to 26 percent higher than that of White males. Though African-American males make up only 5 percent of Missouri's population, they account for 28.6 percent of the reported HIV cases and 32.3 percent of those living with AIDS. (Missouri Department of Health, 1996.)

- Of the individuals served by the Missouri Department of Mental Health's Psychiatric Services Division in fiscal year 1996, 10,903 were African-American males. (Missouri Department of Mental Health, 1996.)

- Of individuals treated by DMH's Division of Alcohol and Drug Abuse in fiscal year 1996, 5,958 were African-American males. (Missouri Department of Mental Health, 1996.)

- Of Missouri's African-American population, 24 percent do not have health insurance. (Missouri Department of Health).

HEALTH REPORT

Overview Statement

The health status of African-American male Missourians exemplifies the broad and debilitating disparities that characterize African-American males' quality of life in this state. At a time when health care is advancing and life expectancy is at an all-time high, Missouri's African-American male population is experiencing poor physical, mental, and emotional health. Although African-American males comprise approximately 5 percent of Missouri's total population, they account for a disproportionately high percentage of Missouri's homicides, deaths from cardiovascular disease, substance abusers, and medically uninsured. African-American males are also more frequently diagnosed with mental and emotional disorders, have higher incidences of syphilis, AIDS, and other communicable diseases, and exhibit higher rates of alcohol and drug abuse. This bleak portrayal of the African-American male's physical and mental health is corroborated by *The Report of the Secretary's Task Force on Black and Minority Health*, which indicated there were 59,000 annual excess minority deaths nationwide in 1986. ("Excess deaths" were calculated as follows: Number of minorities that died before age 70 minus deaths predicted for that population when the age-and sex-specific death rates of Whites are applied.) According to the report, "minority Americans have not benefited fully or equitably from the fruits of science or from those systems responsible for translating and using health sciences technology." The lack of affordable health care for African-American males was consistently mentioned during the public hearings. Lack of information, lack of insurance, lack of funds, and the absence of African-American providers were critical issues raised by those that came before the Heath Subcommittee. Another critical issue was a lack of specific treatment programs for African-American males.

General Health Issues

Tremendous concern has been expressed by the African-American community because Black males, who comprise a low percentage of the population (about 5 percent), comprise a relatively high percentage of those who are victims of homicide, AIDS patients, substance abusers, in treatment for substance abuse, and non-participants in health insurance. Concern was also expressed about their poor life expectancy. Many individuals who provided testimony to the committee represented the professional health and mental health communities from throughout Missouri. In addition, a few mothers and fathers spoke about the effects of mental illness and the financial and emotional costs of the disease. Testimony before the committee was succinct, and focused on the delivery of health and mental health services to Missouri's African-American community.

In Missouri there are dramatic and persistent gaps between the health status of African-Americans and other resident groups, as reflected in higher mortality rates for African-American men when compared to White men for nearly all causes of death. For example, mortality from cardiovascular disease, homicide, other injuries, and lung diseases is significantly higher for African-American males. Further, incidence of AIDS and other communicable diseases such as syphilis are two to nine times higher for African-Americans than for Whites. Contributing to health problems documented elsewhere in this report, are high rates of alcohol, drug abuse and addiction among African-Americans.

Access to Care

The lack of affordable health care for African-American males was mentioned consistently during the public hearings. A lack of information, insurance, sufficient funds, African-American providers, and specific treatment programs for African-American males were additional critical issues raised by those who testified before the committee. The importance of the testimony before the committee cannot be overlooked because many individuals who provided testimony represent the professional health and mental health communities who serve Missouri's African-American citizens.

Sadly, the collection of health data for African-Americans in Missouri is a relatively recent phenomenon. Until 1971, Missouri vital statistics data were coded as White and non-White. As a result, specific numbers for African-Americans were not available, and statistics for African-Americans had to be estimated in order to generate comparable trend data. Therefore, historical comparisons of African-American and White populations are difficult to make.

External Factors and Lifestyle Choices

Often, health differences between African-American and White males in Missouri are characterized simply as differences in lifestyle choices. The Missouri Task Force on the Status of African-American males contends that too often these so-called choices are not choices at all. While the decision to engage in crime or remain in school is a personal choice with long-term health implications, many factors accounting for the African-American male's ongoing health crisis are externally imposed.

Such factors include generations of discriminatory practices that lead to high levels of underemployment and unemployment of African-American males, thereby making health insurance difficult or impossible to secure or access; substandard schools and educational tools that perpetuate embedded performance deficiencies, diminish interest in learning, and precipitate involvement in crime; and a lifetime of stressors that occur simply as a result of being an African-American male in Missouri. The by-product of these debilitating external factors and personal choices is a high mortality rate for African-American males in Missouri. The five leading causes of death among African-American males are (1) cardiovascular disease and other diseases of the heart; (2) cancer; (3) cerebrovascular disease (stroke); (4) homicide; and (5) chronic lung disease (tuberculosis). Factors contributing to the overrepresentation of African-American males in these areas are:

Cardiovascular, Cerebrovascular, and Other Heart Diseases (Ischemic Heart Disease, Hypertensive Heart Disease, and so forth)

Cigarette smoking, uncontrolled hypertension (high blood pressure), lack of physical fitness, and obesity are principal risk factors associated with both cardiovascular disease—the leading cause of death among African-American males in Missouri—and cerebrovascular disease (stroke)—the third leading cause of death among African-American males in Missouri. While lifestyle changes probably reduce the number of African-American males dying from these diseases, external factors also contribute to African-American male lifestyle choices, specifically advertising and socioeconomics.

Cigarette Smoking

Data presented by Healthy People 2000 in 1987 estimated that 34 percent of African-Americans 20 years and older smoke cigarettes. An estimated 40 percent of youths at lower socioeconomic levels begin smoking before age 20. The Task Force on the Status of African-American males notes from empirical observation that more cigarette (and alcohol) advertising exists in the African-American community via billboards and signage than exists in more affluent communities. As stated in the Criminal Justice section of this report, the African-American community is open prey to drug dealers, gangs, and others—including advertisers—seeking to exploit the community's vulnerability.

Lack of Physical Fitness

Discretionary income allows a person to take advantage of recreational opportunities that contribute to a more healthful life. Recreational participation in sports such as tennis, golf, bowling, horseback riding, and skiing, while enjoyable, also can extend life and reduce stress for greater overall health. Lower economic status substantially reduces exposure to a variety of healthful life experiences for many African-American males.

Substance Abuse - Drugs

Drug abuse is an illness that is both mental and physical, one whose debilitating impact affects not only the immediate health of the addicted individual but also the well-being of his or her family and the community at large. An addicted individual is generally incapable of maintaining employment (and is one who, if performing under the influence while employed in certain occupations such as commercial driving, may pose a serious threat to public safety). This employment instability thereby affects personal and family income, the loss of which often spirals downward into homelessness. The addict who ultimately seeks treatment begins a measured, painful, and expensive rehabilitation process that frequently is financed through the limited resources of state and local social service and medical agencies.

Those who do not seek treatment are likely to continue experiencing physical and mental ravages that may result in injury to or the death of the addict or others, inside or outside the household. Statistics indicate that drug abuse "acts as a multiplier of crime and a great many other social disorders." A 1993 New York City study revealed that more than three-quarters of all children killed by physical abuse lived in households containing drug abuse. Columbia University's Center on Addiction and Substance Abuse reports that a study of 130 drug-

related homicides revealed 20 percent were related to drug trafficking, 3 percent were committed to obtain money to buy drugs, and a startling 60 percent resulted from psychopharmacological drug effects.

Substance Abuse - Alcohol

Alcohol abuse is drug abuse of a different kind; but it can be just as destructive in its capacity to inflict mental, emotional, and physical damage. Alcohol in socially acceptable quantities is not only legal but also promoted through media advertisements, billboards, and signage that make drinking seem young, sexy, and hip. Outside the delicate confines of socially sanctioned drinking—which for some individuals is a physical, emotional, and even genetic impossibility—alcohol can be a relentless destroyer of lives.

Alcohol is a major cause of cancer and of damage to vital organs, as well as a serious impairer of mental processes. Alcohol and driving have long been linked to serious highway accidents and fatalities, leading to the establishment of organizations such as Mothers Against Drunk Driving (MADD). Alcohol abuse affects job productivity, is sometimes related to work-site accidents, and often leads to job dismissal, which in turn can lead to financial ruin and homelessness. Tragically akin to the antisocial behavior exhibited by drug abusers, alcohol abusers often inflict severe mental and physical damage on their spouses and children. As with drug abuse, treatment for alcohol abuse is harrowing and costly.

To fully comprehend the impact alcohol abuse can have on African-American males and their communities, one need only drive down certain streets, for example, in St. Louis City and witness physically depleted men—who at one time were probably vigorous and able-bodied—spend the afternoon in an alcoholic stupor, surrounded by shards of broken glass, the debris of vacant lots, the specter of condemned buildings, and the long-dead promise of a neighborhood resigned to poverty and destroyed by substance abuse.

Lung Disease/Tuberculosis

Tuberculosis, *the fifth leading cause of death among African-American male Missourians*, is a bacterial disease whose symptoms are often mistaken for those of other respiratory illnesses. Groups at greatest risk of acquiring tuberculosis infections are persons with HIV; residents of homeless shelters, nursing homes, and correctional facilities; and individuals who are foreign-born. Health caseworkers who serve high-risk clients also are at greater risk of contracting tuberculosis. The number of reported cases in Missouri in 1994 varied by geographic location but were primarily concentrated in areas with Missouri's largest African-American popula-

tions. Areas reporting the highest number of tuberculosis cases include St. Louis City, St. Louis County, Kansas City, and Springfield/Greene County. Since African-Americans are disproportionately represented among most at-risk groups, they account for a disproportionately high number of persons infected by and diagnosed with tuberculosis.

Sexually Transmitted Diseases (STDs)

In 1996, there was no significant improvement in the African-American male's rate of contracting gonorrhea, although there were some decreases in St. Louis City, St. Louis County, and outlying areas in Missouri. While the incidence of chlamydia remained relatively unchanged, the number of reported syphilis cases declined for both African-American males and White males (for African-American males, from 286 cases in 1995 to 107 cases in 1996; for White males, from 14 cases in 1995 to nine cases in 1996). The African-American male's high rate of contracting STDs can, in many instances, be attributed to (1) undesirable aspects of the African-American male subculture that promote sexual prowess and unprotected sex as emblems of manhood; (2) insufficient knowledge about STDs and how they are transmitted; (3) unstable personal lives and environments that make the already difficult challenge of maintaining a long-term relationship with a single partner even more difficult; and (4) excess idle time stemming from unemployment and the unstructured lifestyle of those engaging in illegal activities.

HIV/AIDS

HIV is a virus that debilitates the immune system and gives rise to AIDS, which is a specific group of diseases that occur when the immune system is incapable of defending against infections and disease. The average time between infection with HIV and diagnosis of AIDS is approximately eight to ten years. The spread of AIDS is primarily linked to (1) unprotected anal sex; (2) the sharing of syringes (needles) by infected drug users; and (3) unprotected vaginal sex.

In Missouri, AIDS has been primarily concentrated in the St. Louis and Kansas City metropolitan areas (39.9 percent of all cumulative reported AIDS carriers have resided in St. Louis City and St. Louis County, with 35.3 percent residing in Kansas City). Although the number of AIDS cases has both increased and decreased over time, the number of African-American AIDS cases reported is far too high, considering the percentage of African-Americans in the overall population. The number of African-American male deaths from AIDS is

particularly appalling. For example, in 1995, almost twice as many African-American males in the 25-44 age group died of AIDS as opposed to major cardiovascular disease. In the same year, AIDS was the leading cause of death for African-American males ages 30-34 and ages 35-59.

Unfortunately, as of December 1996, the rate of AIDS cases among African-American males was showing a slight upward spiral. For the overall population, homosexual activity is the most common route of HIV transmission. For African-American and Hispanic males, however, the sharing of drug needles is a more common mode of transmission than homosexual activity. Also accounting for the unusually large representation of African-American males with AIDS is same-sex acts (both forced and consensual) occurring during incarceration. In prison, the risk of AIDS transmission is very high; additionally, a large percentage of the incarcerated are known to use injectable substances.

MENTAL HEALTH STATUS OF AFRICAN-AMERICAN MALES

Mental Stressors

The World Health Organization defines health as a "state of complete physical, **mental**, and social well-being and not merely the absence of disease or infirmity." According to the Missouri Department of Mental Health's Psychiatric Services Division, approximately 11 percent of the individuals using their services in fiscal year 1996 were African-American males. Since African-American males comprise only 5 percent of Missouri's population, this constitutes excessive use of a service that traditionally remains under-utilized by other populations. Finding accurate data on the specific mental health concerns pertaining to African-American males in Missouri is difficult, thus underscoring the need for comprehensive record-keeping on African-American male mental health concerns. The disproportionate utilization of mental health services by African-American males can be attributed to encounters with and mandates issued by the legal system, racism, and cultural incompetence. Absence of the following are also said to account for African-American males' high utilization of mental health services:

- positive and strong connections with family and other African-American men, which provide direction, support, and the positive influences crucial to the development of healthy, productive African-American men;
- skills required to successfully make life transitions;
- success at educational and employment pursuits; and
- proactive approaches to comprehensive healthcare and prevention.

Inadequate Education and Prevention

Knowledge and conscious avoidance of high-risk behaviors are at the core of chronic disease prevention. Since knowledge is imparted through education, there is a grave need for school and community-based health education programs and initiatives that spotlight high-risk behaviors and provide information on how to avoid them. For example, in southeast Missouri there are no school-based health clinics or health education programs. Health is a mandatory subject in the school curriculum, but beyond that, students must tap into resources outside school boundaries. The continued popularity of HMOs is also problematical.

According to one Task Force participant, long-term prevention can be costly for HMOs, which are concerned with short-term profits. Thus, HMOs often deny preventive services. In addition to limiting African-American males' healthcare options, the continued popularity of HMOs as a means of serving the Medicaid population is expected to result in the closure of many community-based African-American medical practices. As a result, the health status of the African-American male may very well worsen.

RECOMMENDATIONS ON HEALTH

- **Create a statewide coalition of healthcare professionals to address conditions that disproportionately affect African-American males in health and mental health.**
- **Develop for healthcare professionals a statewide prevention curriculum that addresses the treatment of illnesses, diseases, and substance abuse problems disproportionately affecting African-American males.**
- **Study discriminatory practices against African-American males in all areas of the insurance industry.**
- **Collaborate with Health Departments to collect data on African-American males.**
- **Assess and analyze the impact of managed care on African-American males in Missouri and provide recommendations to the departments of Health, Mental Health, Social Services, and other appropriate agencies.**
- **Monitor to identify cases of misdiagnosis of African-American males in all areas of health.**

CONCLUSION

CONCLUSION

The preceding chapters have attempted to create a better understanding of the status of African-American males in Missouri, by documenting the marginality and the limited opportunities available to African-American males in Missouri. The problems have been well documented and the magnitude of the problems is alarming and challenging. The portrait painted in this document is grim, yet there are reasons to be optimistic about the ability of Missouri to face up to the challenge.

The national data on African-Americans reveal that Black males are the only segment of the U.S. population with a decreasing life expectancy—64 years as opposed to 65.6 years in 1984. A young Black male has a one in 21 chance of being a victim of homicide, six times the rate for White males (Kazi-Ferrouiller, 1991).

Given these appalling statistics, it is not surprising that Jewell Taylor-Gibbs, in *Young, Black and Male in America* (1989), stated that Black males are an "endangered species". To help Black males off the endangered species list, the State of Missouri must provide its African-American male population with access to quality education, adequate health care, job training, better employment opportunities, alcohol and drug-free environments, a fair justice system, and, above all, an opportunity for African-American males to live the good life as first-class citizens.

The new Black male movement in the United States provides a reason for hope. The private sector, including foundations, has demonstrated interest in the welfare and the future of African-American males. A case in point is the W. K. Kellogg Foundation's African-American Men and Boys Initiative. The National African-American Male Collaboration, Inc., a product of the Kellogg Foundation, promises to make a difference in the lives of African-American men. The 100 Black Men of America, the African-American Male National Council, and the 14 state commissions on African-American men have developed many programs to address the problems. Our final reason for hope is that the State of Missouri is considering the establishment of a non-profit agency to address the status of African-American males in the state of Missouri.

PERTINENT PROGRAMS FOR AFRICAN-AMERICAN MALES

Federal:

Although there is no federal legislation creating specific programs on African-American males, there are numerous programs in different government agencies which impact African-American males. Of particular relevance are the following agencies:

1) Department of Education
2) Department of Health and Human Services
3) Department of Labor
4) Department of Justice

State:

Many states have recognized the need to develop specific programs to address the problems of African-Americans in general, and the African-American male, in particular. Thus, many states have developed commissions on African-Americans. The states of Illinois, Ohio, California, and Kansas established an office for African-American Affairs. State universities like the University of Kansas, Albany State University in New York, and East Texas State University have programs which focus on African-American males. In addition to these commissions, specific government agencies in many states have developed appropriate programs for African-American males. In the State of Missouri, the Department of Health has developed an office for Minority Health. The Missouri Legislature has also established the Missouri African-American Arts Initiative.

The State of Missouri administers several federal and state funds granted to provide training and employment opportunities which increase the earned income for Missouri's economically disadvantage, unemployed or underemployed citizens. Those programs include all of the state's workforce initiative departments.

Worker Re-entry Program/Rapid Response

The Economic Dislocation and Worker Adjustment Assistance Act provides funds for the Worker Re-entry Program. This program provides a full range of services including outreach and intake, eligibility

certification, counseling and assessment, testing, job search assistance training, vocation and on-the-job training to help laid-off workers secure permanent, unsubsidized employment.

In addition to the Worker Re-entry Program, the Economic Dislocation and Worker Adjustment Assistance Act requires the state to designate a Dislocated Worker Unit. The division has been designated as that unit and, as such, provides rapid response services to companies, communities and employees affected by permanent layoffs or plant closures. The Worker Adjustment and Retraining Notification Act requires certain companies to provide 60-days notice of a closing or substantial layoff to the employees, local elected officials, and the state's Dislocated **Workers Unit.**

When the Dislocated Worker Unit receives notice of a layoff, rapid response meetings are scheduled with the company union, if appropriate, and workers to explain the full range of available services to the affected employees.

Missouri Customized Training Program

The Missouri Job Development Fund (Sections 620.470 through 620.479, RSMo 1986) is administered by the division and is part of the Missouri Customized Training Program. The fund provides assistance for new or expanding industries for the training, retraining and upgrading of the skills of potential employees and provides assistance under the basic industry retraining program for the retraining and upgrading of existing employees' skills. Agreements with the Department of Elementary and Secondary Education and local private industries are in place to administer the program locally.

Community College New Jobs Training Program

The Community College New Jobs Training is cooperatively administered by the Division of Job Development and Training, Department of Economic Development and Missouri Community College system. It can offer resources necessary to train Missouri Youth Service and Conservation Corps workers in new jobs at a reduced cost to new and expanding industry. Training services available to the employer can range from adult basic education to on-the-job training customized for the employer's specific industry needs.

Missouri **Youth Service and Conservation Corps**

RSMo 620.552 (Supp 1990) established the Missouri Youth Service and Conservation Corps. The purpose of the Missouri Youth Service and Conservation Corps is to help youth gain valuable training and experience through community service combined with educational activity, and to promote the benefits of

public service and conservation to Missouri communities. Each Missouri Youth Service and Conservation Corps project has a featured public service benefit as an objective.

The Experienced Worker Program

This program addresses the special needs of economically disadvantaged Missourians over the age of 55 who are seeking employment in growth industries by offering a variety of training services tailored to their needs.

Youth Job Readiness/Experience Program

This program provides Division of Youth Services youth opportunities to develop job readiness skills, gain actual work experience and/or prepare to successfully pass the GED examination. The Division of Youth Services refers eligible youth to the local Private Industry Council delivery system.

Missouri Education Coordination Program

An agreement with the Department of Elementary and Secondary Education provides for state education coordination and grants. Funds provide for joint projects of local education agencies with Private Industry Councils targeting eligible individuals in the areas of school-to-work transition services, literacy and lifelong learning opportunities and services, statewide coordinated approaches to train, place and retain women in non-traditional employment, and coordination of education and training services for eligible participants in the first three project areas.

Missouri One-Stop System

The Division of Job Development and Training is one of five partner agencies working to implement a one-stop delivery system throughout the state to deliver a variety of services to citizens in urban and rural areas. The one-stop system will coordinate the delivery of services through a variety of programs and agencies, making access to services quicker and easier for the customer.

Youth Applicants

Missouri's young adults, ages 16-21, can receive job development and referral assistance at Employment Security offices. Services are provided to in-school and out-of-school youth from high school, junior college and college settings.

The division participates in Job Training Partnership Act (JTPA) summer youth programs in some

areas of Missouri. Close coordination is also maintained with the Department of Elementary and Secondary Education. Through the partnership, Employment Security operates special placement services and activities with local area vocational schools and 17 high schools.

School-To-Work

School-to-work is a federally funded initiative designed to better prepare all youth to enter the workforce by linking students and the education process more closely with the world of work. Missouri was awarded a five-year federal grant in 1996 to provide seed funding at the regional and local level to implement specific activities such as job shadowing, mentoring and apprenticeship designed to assist in meeting the workforce needs of the local area. Staff from the Division of Employment Security represent the Department of Labor and Industrial Relations on the inter-departmental management team responsible for managing this grant to implement school-to-work activities statewide.

Emphasis in the school-to-work initiative is placed on collaborative planning involving education, parents, students, business, labor, state agencies and other interested parties. The system provides statewide framework, but depends on community-based grassroots efforts to increase students' awareness of workplace opportunities and training for the skills they will need to successfully pursue their career goals.

School Placement

The area Vocational Technical School In-Placement project provides a full range of placement services and job-seeking skills for students enrolled in many of the vocational-technical schools and colleges in Missouri. Employment Security placement staff are stationed at the schools and link students with opportunities listed in the statewide computerized Job Bank. Intensive job development services are provided to students in the schools. In addition, students are provided pre-employment and work maturity skills training in classroom groups and in one-on-one sessions. Job shadowing opportunities and organized job fairs are made available to students.

Employment Security also operates in-school transition projects in comprehensive high schools in the Kansas City and St. Louis areas. These programs encompass multiple school districts and include the same type of services provided at the vocational technical schools. These services are closely linked with local Caring Communities activities as appropriate.

FUTURES/Job Search

The FUTURES Program is designed to assist recipients of Temporary Assistance for Needy Families (TANF) to become self-sufficient through education, training and employment. The Division of Family Services administers the program and utilizes the services of the Department of Elementary and Secondary Education, Division of Job Development and Training, and Division of Employment Security.

The Division of Employment Security operates the job search component of the FUTURES Program. The component consists of activities combining classroom instruction for three days and supervised work search for up to 16 weeks. The classroom activities include orientation, labor exchange, testing, motivation and behavior guidance, resume writing, methods of job search and interviewing techniques (including mock interviews and peer critiques). The supervised work search uses the techniques taught in the classroom to assist the participant in obtaining employment. FUTURES participants receive group and individual evaluations weekly to determine the need for redirection or continuation of present teaching efforts.

Probation and Parole Placement Program

Since October 1994, the division and the Board of Probation and Parole (BP&P) have jointly operated the Probation and Parole Placement Program. Employment Security staff, working in BP&P offices, provide individual counseling, an intensive job seeking/job keeping skills workshop and job placement services to individuals referred by BP&P officers. The BP&P has long identified employment as a key factor in the success of ex-offenders. Through the services provided as a part of the Probation and Parole Placement Program, participants are assisted in removing employment barriers in order to find and retain gainful employment.

Job Corps

Job Corps is the nation's largest residential education and training program for disadvantaged youth. Job Corps assist young individuals 16-24 years of age to become more responsible, employable and productive citizens by providing training and opportunities to succeed. The goal of Job Corps for Missouri youth is to increase self-sufficiency and increase lifetime earnings. Job Corps provides occupational exploration, hands-on vocational training, social skills training and basic education. In addition, Job Corps offers students an array of support services including student government and leadership programs, community service opportunities and recreational activities. Job Corps also provides students with meals, lodging, clothing allowances, incentive-based living allowances and child care support.

Job Corps also has a zero tolerance policy against drugs and violence. This means any student caught

buying, selling or using illegal drugs; using alcohol; or becoming violent toward another student, staff or faculty, is terminated from Job Corps and is not allowed to re-enter the program. This policy is strongly enforced so that students can feel safe from drugs and violence.

There are three residential centers in Missouri: Mingo Civilian Conservation Center, Puxico; Excelsior Springs Job Corps Center, Excelsior Springs; and St. Louis Job Corps Center, St. Louis. In addition, there are three non-residential centers in St. Louis, Kansas City and St. Joseph.

Apprenticeship Information Centers

The Apprenticeship Information Centers in Kansas City and St. Louis were established to be consistent with the governor's desire to ensure economic growth in Missouri. The centers provide increased awareness of apprenticeship opportunities, particularly for females and minorities. Through linkages with labor organizations, community-based organizations, the Missouri Women's Council and the Bureau of Apprenticeship, the centers provide additional selection and referral services to all Missourians seeking training opportunities through established apprenticeship programs. The federal and state emphasis on school-to-work transition has been an important factor in re-establishing the Apprenticeship Information Centers.

Regional:

In many communities, particularly the two major cities in Missouri—Kansas City and St. Louis city, local residents are working with school districts and the private sector to develop programs for African-American males. Activities in these programs include drug abuse prevention, tutoring, mentoring, and rites of passage. However, these programs lack adequate funding and resources to make any significant widespread difference in the lives of African-American males in Missouri.

Foundations:

Because of the magnitude of the problems facing African-American men and their families, several foundations have expressed interest in funding programs for African-American men and boys. The W. K. Kellogg Foundation developed an African-American Men and Boys Initiative in 1993. It organized a National Task Force in 1993 to focus on the plight of African-American men and boys. The Task Force, under the leadership of Dr. Bobby Austin and former Ambassador Andrew Young, used its report, *Repairing The Breach* (Austin, 1996), as a framework for continued research and program development. The Foundation currently funds 32 national demonstration programs on African-American men and boys. Other foundations include The Robert Wood Johnson Foundation, The Kettering Foundation, The Mott Foundation, and the Eisenhower Foundation.

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APPENDIX A

Summary of Public Testimony

Location: Kansas City, Missouri—August 30-31, 1996

Education

Expectations of Black Males in Educational Systems

Allocation of Funds for Special Programs for Black Males

Staff Development and Training for Teachers Working with Black Males

Curriculum Development geared toward Black Males

Post Secondary Participation of Black Males

Health

Affordable Health Insurance

Effect of Managed Care

Cultural Competence of Providers

Health Care Wellness Programs for African-American Males

Life Expectancy of Black Males

Family System Effect on Health Care

Criminal Justice

Sentencing Patterns for African-American Male Offenders

Number of Minority Persons Working in Corrections System

Impact of Incarceration on African American Family

Effects of Substance Abuse

Employment/Training

Probation Parole Systems

Employment

Resources: State, Private, Community Investment

Opportunities for Exams/Recovering Person

Education Requirements

Role Models/Mentors

Professional Development

Location: Jefferson City, Missouri—September 13, 1996

Education

Post Secondary Education

Diversity - Cultural Acceptance

Alternative Settings

Standardized Testing

Post Secondary Participation of Black Males

Health

Role Models/Mentors

Behavioral Diagnosis of Black Males in School

Communication with African-American Community

Mental Health Services to Children

Alternative Programs for Black Males and Children

Criminal Justice

Sentencing Patterns for African-American Males

Impact of Racism

Minority and African-Americans in Correctional System

Preventive Programs

Probation Parole Systems

Community-Based Programs

Employment

Job Discrimination

Job Availability

Professional Development

Location: Springfield, Missouri—October 19, 1996

Education

Community Leadership

Role Models/Mentors

Funding for Special Programs for Black Males

Post Secondary Participation

Health

Life Expectancy of African-American Males

Access to Affordable Health Insurance

Family Systems

Cultural Competence of Providers

Criminal Justice

Racism's Impact on Corrections Systems

Sentencing Patterns

Minority and African-Americans in Corrections Systems

Impact on African-American Family

Community Programs and African Americans

Probation/Parole Systems

Employment

Adequate Training Programs for African-American Males

Availability of Jobs

Minority Business Ownership

Racism

Location: Howardsville, Missouri—October 19, 1997

Education

Role Models and Mentors

Post Secondary Education

Alternative School Settings

Racism

Health

Cultural Competence of Providers

Racism

Involvement of African-American Churches

Family Systems

Criminal Justice

Incarceration Rate of African-American Males

Black Community Systems and Involvement with Police Department

Minority Persons in Corrections Systems

Employment

Access to Training Programs

Community Resources

Alternative Employment Programs for African-American Males

Programs for Recovering Ex-Cons

African-American Leadership

Mentors

Location: St. Louis, Missouri—September 27-28, 1996

Education

Parental Involvement

Role Models and Mentors

Community Leadership

Legislation

Alternative School Settings

Diversity Training

Cultural Competence

Standardized Testing

Health

Affordable Health Insurance

Managed Care

Cultural Competence of Providers

Health Prevention Program

Family System

Fund of Special Programs

Homelessness Housing

Criminal Justice

Construction of Prisons

Impact of Incarceration on the Black Family or Black Families

Juvenile Court System

Alternative Schools

Community Programs

Profile of Black Males

Community System vs. Public Systems

Community Involvement

African-American Male Esteem/Stability

Employment

Adequate Training Programs

Community Resources
Government Procurement-Affirmative Action
Education Requirements
Ex-Cons Recovering Persons
Minority/Black Ownership

APPENDIX B

FACT SHEET ON THE STATUS OF AFRICAN-AMERICAN MALES

EDUCATION

MISSOURI

- In 1995, African-American males compiled a 15.3 percent drop-out rate of Missouri school children in grades 9-12 while they represent only 17 percent of public school enrollment.
- For the Missouri male population with some secondary education, the unemployment rate for African-Americans is twice that for Whites.
- African-American students are three times as likely to receive corporal punishment than White students.
- In 1995, of nearly 75,000 public school educators, only 1.8 percent were African-American males.
- For grades 7-12, African-American males had more dropouts than graduates.
- In fall 1995, only 8,000 African-American males were enrolled in higher education in the state.

NATIONAL

- African-American students comprise 16 percent of public school enrollments, while only 8 percent of public school teachers are African-American.
- Only 1-2 percent of elementary school teachers are African-American.
- Between 1994 and 1995, the number of African-American females enrolled in college increased from 828,000 to 837,000, while the number of African-American males enrolled in college decreased from 641,000 to 579,000.
- African-American male youth are more likely to be placed in mental retardation or slow learner classes than White males.

EMPLOYMENT

MISSOURI

- In 1990, the unemployment rate for African-American males was twice that of their White counterparts.
- The average Missouri unemployment rate for African-American males in 1996 was 12.2 percent.
- Of the African-American males 16 years and older who were in the civilian labor force, approximately 93,469 were employed.
- Missouri African-American two-parent family incomes equal only 80 percent of the income of White males.

NATIONAL

- In 1994, African-Americans constituted 19.4 percent of the unemployed.
- The average income of African-American males in 1996 was $22,509.
- In 1990, over 2.5 million, or 29.1 percent of all African-American males between the ages 20-64 were employed or not in the labor force at all.

CRIMINAL JUSTICE

MISSOURI

- African-American males comprise 47 percent of the Missouri Department of Corrections' population.
- The total number of youths referred to the juvenile courts has increased 69 percent since 1986, compared to 18 percent for White youths.
- In the State of Missouri, African-American arrestees have a conviction rate three times higher than their White counterparts.
- Sentences imposed upon African-Americans averaged 88.4 months compared to 66.0 months for White offenders.
- In 1992, African-American males age 16-19 constituted 17.7 percent of all homicide victims even though they were only 1.3 percent of the population.

NATIONAL

- African-Americans comprise 48 percent of the U.S. prison population, yet comprise only 12 percent of the general population.
- African-American males comprise 89 percent of the African-American prison population.

HEALTH

MISSOURI

- African-American males are 11 times more likely to die as a result of homicide than White males.
- African-American males constitute 27.3 percent of Missouri AIDS cases, yet constitute only 5 percent of the Missouri male population.
- While African-American males comprise 12 percent of the state's population, African-American males represent 11 percent of the annual admissions to the state psychiatric hospitals.
- Of Missouri's African-American population, 24 percent do not have health insurance.

NATIONAL

- Black-on-Black homicide is the leading cause of death among African-American males ages 18-29.
- Suicide is the third leading cause of death among African-American males 18-29.
- African-Americans are three times as likely to be in drug treatment programs as Whites.
- Drug related disease for African-American males under 35 is 12 times higher than for any comparable group.
- Twenty percent of all blacks utilize Medicare as their only source of health insurance.
- Four of every 10 African-American males lack any form of health insurance.
- From 1950-1990, the life expectancy for White males increased from 63 to 74.6 years of age while for African-American males it increased from 59 to 65 years of age, over the same period.